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TO: Regional Comprehensive Plan Task Force

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SUBJECT: Regional Comprehensive Plan, Homeland Security Chapter

SUMMARY:

Staff will lead a discussion on the Regional Comprehensive Plan, Homeland Security Chapter, and the approach to be taken to complete the draft chapter.

BACKGROUND:

Based on previous task force discussions, the Regional Comprehensive Plan Task Force identified SCAG's Homeland Security role as "Convener" and "Champion". In this capacity, SCAG would provide a forum where plans can be discussed and coordinated with other regional planning efforts; and would work toward developing regional consensus and agreements, but not be responsible for operation and implementation of plans and programs.

In May, 2005, SCAG staff presented the draft Homeland Security Chapter to the Transportation and Communications Committee (TCC). The TCC suggested that action be suspended on policy recommendations until it is decided what the role of an MPO is in Homeland Security. The policy recommendations included:

- Ensuring the safety of the region's transportation system and infrastructure is a priority.
- Enhancing the region's ability to deter and respond to acts of terrorist attacks, man-made or natural disasters through regionally cooperative and collaborative strategies.
- Provide the means for collaboration in planning, communication and information sharing before, during, or after a regional emergency for the region.

At this time, staff is seeking task force input on repositioning the chapter for current conditions. Among the topics for discussion could be the renaming of the chapter to "Security and Emergency Preparedness." The result of the task force discussion should be the instruction to staff on drafting a revised chapter, pending concurrence of the TCC.

The original draft Homeland Security Chapter is attached for your information.

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REGIONAL COMPREHENSIVE PLAN DRAFT HOMELAND SECURITY CHAPTER

I. INTRODUCTION

The September 11, 2001 attacks illustrate the tremendous challenges that metropolitan areas and urban regions face in preparing and responding to terrorist incidents or natural disasters. The unexpected nature of such events requires extensive coordination and collaboration among all the agencies and organizations involved. Availability of information and coordination and communication among all “first responder” organizations/groups, transportation operators, and many other organizations is essential.

The complex nature of such incidents and their potential threat to the region as well as the interdependency of the individual jurisdictions and organizations involved makes a regional approach to homeland security extremely critical. No significant event is truly local, as political boundaries are permeable and local critical infrastructure may serve the entire Region. No jurisdiction stands alone. The high-risk, well-resourced municipality may be as dependent on a smaller jurisdiction for support in an emergency as the smaller jurisdiction is on the larger ones.

Since 2001, regional approaches have been recognized as a key way to address and respond to the threat of terrorism. Major metropolitan areas potentially face a terrorist attack, and resources for responding to that threat are distributed among many jurisdictions. Therefore, the most effective responses are coordinated and planned across the region, rather than being jurisdiction-specific. The complexity of multi-jurisdictional areas—such as the SCAG region, with a range of potential terrorism targets, presents significant challenges to coordinating and implementing effective homeland security programs.

To assist the region in the planning, preparation and response to emergencies, whether caused by natural or human elements, a continuing, cooperative and collective regional effort would be needed. To achieve such task, in the context of the Regional Comprehensive plan, this report has been prepared which identifies SCAG’s role and responsibility in regards to Homeland Security. It describes the current programs at the Federal, State and local levels; identifies security issues and vulnerability of the transportation infrastructure and information sharing; and presents policy recommendations and actions for consideration by the SCAG’s Regional Council.

II. SCOPE

The Homeland Security Chapter of the Regional Comprehensive Plan identifies the role and responsibility of SCAG as the regional planning agency in the pre and post emergency situations. The chapter focuses on transportation system and related infrastructure and contains recommended policy direction and actions for consideration by the SCAG’s Regional Council.

To better inform the Region’s decision-makers on the issues and provide the information needed to formulate and adopt regional policies and strategies, security issues and vulnerability of transportation infrastructure and information sharing system have been identified. Additionally, a summary of the current

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efforts and programs by the Federal Government, State of California and the regional and local agencies has been provided. This institutional assessment is based on information provided by each of the respective agencies on their roles and responsibilities.

III. ROLE AND RESPONSIBILITY OF THE FEDERAL GOVERNMENT

The primary focus of the federal government should be on providing the unifying core for the vast national network of organizations and institutions involved in efforts to secure the country. Its main objectives are to:

- Continue to lead the unified national effort to secure the country.
- Prevent and deter terrorist attacks and protect against and respond to threats and hazards to the nation.
- Ensure safe and secure borders; and promote the free-flow of commerce.

Many initiatives have been undertaken to bolster homeland security priorities and activities following the 2001 terrorist attacks. As one example, the National Strategy for Homeland Security and the Homeland Security Act of 2002 served to mobilize and organize the nation to secure the United States from terrorist attacks.

The following are key activities that should continue at the federal level:

- Continue to conduct risk-based assessments that provided information on where current and future security resources must be directed to reduce vulnerabilities to terrorism. Agencies responsible for conducting these assessments include: Department of Homeland Security's Information Analysis and Infrastructure Protection division, Transportation Security Administration (TSA) and DOT's Federal Railroad Administration and Federal Transit Administration.
- Streamline the process for allocation of funds to the States and metropolitan regions. Funds should be distributed not based on population but the potential and possibility of threats and the potential damage to the nation's infrastructure or economy.
- Continue to coordinate information and threat sharing through the Surface Transportation ISAC (Information Sharing and Analysis Center) managed by the Association of American Railroads (AAR) including deploying TSA personnel to the ISAC and hosting ISAC representatives at TSA's Transportation Security Coordination Center in Virginia.
- Continue to conduct security exercises that bring together rail carriers, federal and local first responders, and security experts.
- Enhance and improve screening of cargo entering the U.S. through the National Targeting Center (NTC) and through its border inspection workforce to help prevent rail lines and trucks from being used as instruments of terrorism delivery.
- Enhance and increase assistance in the deployment of biological and chemical detection equipment to local transit districts.
- Through the Federal Emergency Management Administration, help coordinate and fund disaster relief and recovery.

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Rail and Transit Security

Federal agencies have taken significant steps to enhance rail and transit security in the last two years. In partnership with the public and private entities that own and operate the nation's transit and rail systems, the following actions should be pursued or continued:

- Continue with efforts to streamline information sharing between the industry and all levels of government,
- Assess vulnerabilities in the rail and transit sector to develop new security measures and plans.
- Increase training and public awareness campaigns and providing greater assistance and funding for rail transit activities.
- Develop and implement threat response support capability.
- Continue to provide funding for public awareness and participation, and future technological innovations.
- Engage the industry and state and local authorities to establish base-line security measures based on current industry best practices.
- Provide technical assistance or security directives, which would specifically target mitigation of identified vulnerabilities.
- Ensure compliance with safety and security standards for commuter and rail lines and better help identify gaps in the security system in coordination with DOT. Additional DHS technical assistance and training will be provided by the Transportation Security Administration.

Highway and Roadway Security

In cooperation and collaboration with the state and local transportation agencies and transportation partners to improve their capabilities and preparedness, the federal government should undertake or continue the following actions:

- Facilitate improved communication and create partnerships
- Assemble and distribute best practices
- Provide for education, awareness, training
- Engage in R&D activities
- Coordinate with other federal and state agencies
- Distribute threat information as soon as it becomes available
- Ensure the transportation system will support military deployments
- Advocate planning and preparation, and have in place a program of active management of the transportation network

IV. ROLE AND RESPONSIBILITY OF THE STATE GOVERNMENT

The activities of the State government should be focused on ensuring the most effective use of all resources for dealing with any emergency, and working with governments at all levels, businesses, community-based organizations, and volunteer groups.

The State should:

- Continue to ensure State's readiness and ability to mitigate against, prepare for, respond to, and recover from the effects of emergencies that threaten lives, property, and the environment.
- Prepare and update (annually) the State's Emergency Plan. Coordinate the activities of all state agencies relating to preparation and implementation of the State Emergency Plan.
- Coordinate the response efforts of state and local agencies to ensure maximum effect with minimum overlap and confusion.
- Coordinate the integration of federal resources into state and local response and recovery operations. Conduct programs and outreach efforts to assist local and state government in their emergency management efforts.
- Assist local governments and state agencies in developing their emergency preparedness, response, recovery and mitigation plans, for terrorism, earthquakes, floods, fires, hazardous material incidents, nuclear power plant emergencies, and dam breaks in accordance with the State Emergency Plan.
- Provide training to personnel from local governments, state agencies, community based organizations, businesses and volunteers.
- Coordinate the State response to major emergencies in support of local government.
- Serve as the lead agency for mobilizing the State's resources and obtaining federal resources; and maintain oversight of the State's mutual aid system. Responsible for collecting, verifying, and evaluating information about the emergency, facilitating communication with local government and providing affected jurisdictions with additional resources when necessary.
- Manage statewide disaster recovery and mitigation activities, and provide assistance to local governments and individuals impacted by disasters.
- Utilize real-time, geo-located event and congestion data to provide California Highway Patrol dispatchers better information for decisions during emergencies or incidents.
- Perform extensive liaison activities with local and federal agencies, legislators, various volunteer and non-profit organizations, as well as the general public in accordance with the State Emergency Plan.
- Continue development and implementation of the state Hazard Mitigation Plan and become extensively involved in the support of hazard mitigation planning activities of local governments.

V. POTENTIAL ROLE AND RESPONSIBILITY FOR SCAG

Regional approach to addressing public policy issues and planning activities have been in practice for several decades. Transportation and environmental planning are examples of coordinating planning efforts within metropolitan areas.

The events of 2001 have resulted in the emergence of homeland security as a public policy field and forcing many metropolitan areas in the country to realize the need for a regionally cooperative and collaborative approach in planning, preparation and response to emergencies, whether caused by natural or human elements.

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As the regional MPO for southern California, SCAG includes representation from many different and diverse jurisdictions and stakeholders. It provides a forum for these parties to discuss public policy issues and agree on possible solutions.

To determine SCAG's role in "homeland security", a model developed by Dr. Michael D. Meyer, Georgia Institute of Technology, was applied. This model evaluates the potential role of an MPO in relationship to various phases of an incident/disaster. As defined by Dr. Meyer, security/disaster incident consists of the following six elements:

- **Prevention:** Stopping an attack before it occurs; improved facility design; surveillance, monitoring
- **Response/Mitigation:** Reducing impacts of an attack; evacuation; identifying best routes; effective communication system
- **Monitoring:** Monitoring and evaluating incidents; surveillance, monitoring, sensing, public information
- **Recovery:** Facilitating and reconstruction, restoring operation of transportation system
- **Investigation:** Determination of causes, and responsible parties; security/ police activity
- **Institutional Learning:** Self-assessment of actions; feedback to prevention element

As defined by Association of Metropolitan Planning Organizations (AMPO), the role of MPOs in regional planning vary from region to region.

- *Traditional:* System management and operations role in the ongoing transportation planning activities. The primary responsibility for projects rests elsewhere.
- *Convener:* The MPO acts as a forum where operations plans can be discussed and coordinated with other plans in the region, still not responsible for operation and implementation.
- *Champion:* The MPO works aggressively to develop regional consensus on operations planning. MPO planners develop programs and projects and the MPO takes the lead in developing regional agreements on coordinated operations.
- *Developer:* MPO develops regional operation plans and incorporates operations strategies into the transportation plan. System-oriented performance measures would be used to identify strategic operations gaps in the transportation system.
- *Operator:* The MPO would be responsible for implementing operations strategies that were developed as part of the MPO-led planning process.

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The following table, illustrates potential roles of an MPO in regards to various phases of an incident based on its type and function:

Incident Phase	Possible MPO Role				
	Traditional Role	Convener	Champion	Developer	Operator
Prevention	●	✓	✓	●	✗
Response/Mitigation	●	✓	✓	●	●
Monitoring/Information	●	✓	✓	●	✗
Recovery	●	✓	●	✗	✗
Investigation	●	✗	✗	✗	✗
Institutional Learning	✓	✓	✓	✓	✓

Not likely Role



Minor Role



Lead Role



The role of SCAG, because of its traditional role as the MPO for the six-county Southern California region, should be to provide a forum where plans and data can be developed and coordinated with other regional planning efforts; and would work towards developing regional consensus; but not be responsible for operation and implementation of plans and programs. This does not indicate that SCAG should abdicate its mandated transportation planning and implementation functions as a result of a terrorist attack, man-made or natural disaster.

The Southern California Association of Governments (SCAG) is working to identify regional strategies that would enhance the region's capabilities to deter and respond to acts of terrorism or natural disasters. SCAG could play a significant role in helping the region coordinate planning in preparation and anticipation of potential future incidents; and coordinate public information dissemination strategies through the development of a centralized information source on the transportation system and infrastructure conditions.

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Proposed Goals

- Enhance the Region's capabilities to deter and to respond to unexpected terrorist incidents, man-made or natural disasters by strengthening relationships and outlining strategies for regional action among local, state and federal agencies.
- Improve the effectiveness of regional plans by maximizing the sharing and coordination of resources which would allow for proper response by various agencies.
- Enhance the capabilities of local and regional organizations including first responders through provision and sharing of information.

Proposed Policies

- Ensuring the safety of the region's transportation system and infrastructure is a priority.
- Enhancing the region's ability to deter and respond to acts of terrorist attacks, man-made or natural disasters through regionally cooperative and collaborative strategies.
- Provide the means for collaboration in planning, communication and information sharing before, during, or after a regional emergency for the region.

Proposed Actions

- Develop and incorporate strategies and actions pertaining to response and prevention of security incidents and events as part of the ongoing regional planning activities.
- Inventory Regional Emergency Operations Centers/Department Operations Centers systems
- Review the six county emergency plans ("All Hazard")
- Survey Geographical Information Systems
- Map emergency management connectivity/de facto architectures
- Establish a forum for cooperation and coordination of these plans and programs among the regional partners including first responders and operations agencies.
- Develop and establish a regional information sharing strategy, linking SCAG and its member jurisdictions for ongoing sharing and provision of information pertaining to the region's transportation system and other critical infrastructure.
- With regional consensus, create a Concept of Operations.

VI. POTENTIAL ROLE AND RESPONSIBILITY FOR THE LOCAL LEVEL

Activities that should be undertaken at the local/city level consist of:

- Organization and centralization for the most efficient direction and control of the planning, coordination and management of disaster preparedness, mitigation, response, and recovery.
- Coordination of the interdepartmental preparedness, planning, training and recovery activities of emergency operations organization, divisions, and all city departments.
- Coordination of activities with neighboring municipalities, state and federal agencies, and the private sector.
- Performance of related public education and community preparedness activities.